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October 3, 2008

08-AP-B

The Honorable Lee H. Rosenthal
Chair, Committee on Rules of Practice and Procedure
Judicial Conference of the United States
Washington, D.C. 20544

08-CV-D

Dear Judge Rosenthal:

I would like to thank you for your letter of July 16, 2008 on the subject of personal identifiers in appellate opinions. Your kind words are very much appreciated and I am pleased to report that the Clerks of the Courts of the Second, Fifth, and Ninth Circuits wrote to me indicating they were in the process of redacting social security numbers.

One issue in regards to appellate opinions that I would like to bring to your attention is the status of Alien Identification Numbers. It is the position of the Clerks of the Courts that Alien Identification Numbers do not fall within the enumerated list of "individuals' Social Security and taxpayer identification numbers, names of minor children, financial account numbers, dates of birth, and, in criminal cases, home addresses." I do understand that a literal reading of the list might preclude Alien Identification Numbers and thus bring it to your attention in case the issue had not been previously considered.

I am also writing to you today to report on preliminary results of an audit of documents submitted to the United States District Courts. A social security number scan of these documents shows approximately 2,282 suspect documents in 32 different districts. The social security numbers are present in documents filed in earlier years, but also in many documents filed in 2008. In some cases, it appears that the social security numbers for attorneys and state employees are being disclosed.

While most documents contain the social security number for a single individual, we have found lists of dozens of individuals. In some cases, the name, date of birth, social security number, and even financial account numbers are present, making this "one-stop shopping" for potential identity theft.

I have enclosed for your reference a DVD of the 2,282 suspect documents. You will find attached to this letter as Appendix A a detailed analysis of 13 of the District Courts based a systematic manual scan of the documents flagged by our program. We will be completing the same detailed analysis of the remaining 19 districts for which we have data, and would be happy to forward that information to you if you wish.

It is worth mentioning that the number of privacy incidents varies widely by district. For example, we were unable to find any social security numbers for the Southern District of Texas or the District of Oregon, and the District of Minnesota had only 6 cases with problems, all from 2005 and 2006.

After working with government data for two decades, I am always impressed by the impact the Internet has on the dissemination of public data. The process of learning how to disseminate public databases effectively is one of trial and error and of progressively perfecting the process. The rules and procedures to protect personal identifiers developed by the Committee on Rules of Practice and Procedure are, I believe, a very important step in this regard.

Based on our experience with scanning District Court documents, I hope you will permit me to offer three suggestions that might provide additional support to the goal of broad dissemination of public information while protecting the privacy of individuals.

First, there is no obvious way for a member of the public or a nonprofit research group such as ours to alert the Administrative Office of the Courts to privacy issues. No system is perfect, and the feedback from users of the system is an essential step in finding mistakes before they spread. Many organizations have found that appointing a Chief Privacy Officer provides a single point of contact for the public.

Second, when problems are found, there does not appear to be a systematic way of alerting the providers of legal information. Even though the social security numbers from appellate opinions were removed from court web sites, they are still present on West Law and Lexis Nexis. A notification mechanism when cases are withdrawn or changed would be extremely useful. Such a system should go beyond the commercial services to include the large number of nonprofit groups that disseminate the law. Our own computers at Public.Resource.Org, for example, serve 1 million unique visitors per month, and that number is far larger when we include other sites that copy our data.

Third, while the first line of defense for protection of privacy is with the lawyers who file documents in the PACER system, we must assume that no system is perfect. I have attached as Appendix B a simple one-line PERL program based on open source tools which we use to scan for social security numbers. We scan a database for potential hits and then look at each case manually. If we find a social security number, we use redaction tools to remove that information.

There are no doubt far more sophisticated tools available, but I offer this simple mechanism as an example and would be more than happy to discuss these tools with technical staff if that is useful.

Thank you again for your responsiveness and quick action on the matter of Appellate decisions. It is gratifying to see the commitment towards the protection of personal privacy, both in the Judicial Conference and in the day-to-day operations of the Clerks of the Court.

Very truly yours,



Carl Malamud
President & CEO
Public.Resource.Org

cc: Mr. Peter McCabe, Esq.
The Honorable James C. Duff

File	Case ID	Doc #	Page Number	Date Filed	# of SSNs	SSNs Found
District Court of Alabama						
almd/36912/33.pdf	3:07-cv-00985-WKW-WC	33-11	Page 2 of 3	2/1/2008	1	416-19-9570
almd/32693/29-4.pdf	2:06-cv-00185-MHT-TFM	29-4	Page 2 of 21	3/5/2008	2	416-23-8898 416-23-8898
almd/32693/29-3.pdf	2:06-cv-00185-MHT-TFM	29-3	Page 2 of 28	3/5/2008	2	420-19-7556 420-19-7556
almd/35689/20.pdf	2:07-mc-03367-MHT-CSC	20-5	Page 19 of 24	7/25/2007	1	255-80-2214
almd/30799/57-9.pdf	2:05-cv-00411-WKW-SRW	57-9	Page 4 of 28	3/4/2008	1	419-64-8655
almd/30799/57-8.pdf	2:05-cv-00411-WKW-SRW	57-8	Page 39 of 43	3/4/2008	1	419-64-8655
almd/30799/57-6.pdf	2:05-cv-00411-WKW-SRW	57-6	Page 5 of 34	3/4/2008	3	419-64-8655 419-64-8655
almd/30799/57-5.pdf	2:05-cv-00411-WKW-SRW	57-5	Page 21 of 39	3/4/2008	2	419-64-8655 419-54-8655
almd/30799/57-16.pdf	2:05-cv-00411-WKW-SRW	57-16	Page 10 of 20	3/4/2008	2	419-64-8655 419-64-8655
almd/37939/3.pdf	2:08-mj-00021-WC	3	Page 3 of 12	3/28/2008	1	559-83-3884
almd/37185/1.pdf	2:07-mj-00104-TFM	1	Page 2 of 4	12/6/2007	3	053-96-2142 668-30-9450 668-30-9451
almd/35494/6.pdf	2:07-cv-00404-MHT-CSC	6	Page 3 of 10	7/11/2007	9	300-70-8500 300-70-8500 300-70-8085 300-70-8085 300-70-8500 300-70-8085
almd/31106/51.pdf	1:05-cv-00612-MHT-TFM	51-2	Page 3 of 15	10/2/2006	2	416-48-5815 416-48-5815
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almd/31106/21-2.pdf	1:05-cv-00612-MHT-TFM	21-2	Page 3 of 13	7/21/2006	1	416-48-5815
almd/33574/24.pdf	2:06-cv-00593-CSC	24	Page 14 of 15	7/31/2007	1	417-94-1217
almd/33574/38-2.pdf	2:06-cv-00593-CSC	38-2	Page 4 of 38	11/15/2007	2	256-17-4081 256-17-4081
almd/33574/26.pdf	2:06-cv-00593-CSC	26	Page 11 of 12	8/15/2007	1	417-94-1217
almd/33574/31.pdf	2:06-cv-00593-CSC	31	Page 3 of 3	10/3/2007	1	417-94-1217
almd/35191/22.pdf	2:07-cv-00273-WKW-CSC	22-2	Page 3 of 45	1/14/2008	2	019-60-4261 019-60-4261
almd/36944/7.pdf	3:07-cv-01000-WKW-CSC	7	Page 1 of 7	1/17/2008	2	419-98-6943 419-98-6943
almd/33144/83-11.pdf	2:06-cv-00384-WKW-WC	83-11	Page 1 of 1	11/15/2007	1	256-90-2957
almd/34123/49.pdf	2:06-cv-00875-ID-CSC	49-2	Page 2 of 53	4/18/2007	3	417-86-0387 417-86-0387 417-86-0387
almd/37448/2.pdf	1:08-cv-00062-MEF-TFM	2	Page 3 of 3	1/28/2008	1	420-82-7468
almd/35438/2.pdf	1:07-cv-00370-WHA	2	Page 1 of 9	5/1/2007	1	419-23-7103
almd/35438/1.pdf	1:07-cv-00370-WHA	1	Page 1 of 9	4/30/2007	1	419-23-7103
almd/33597/52.pdf	2:06-cr-00172-WHA-CSC	52-2	Page 5 of 5	4/10/2008	1	419-94-6926
almd/36622/20.pdf	2:07-cv-00870-WKW-CSC	20-2	Page 5 of 36	2/25/2008	8	423-84-3104 423-84-3104 423-84-3104 423-84-3104 423-84-3104 423-84-3104
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almd/33296/53-7.pdf	3:06-cv-00449-MHT-WC	53-7	Page 2 of 3	8/30/2007	1	416-13-3089
almd/35137/39.pdf	2:07-cv-00234-MEF-WC	39	Page 5 of 28	11/16/2007	2	409-71-8696 408-17-9921
almd/37233/4.pdf	2:07-cv-01093-MHT-CSC	4	Page 1 of 1	12/27/2007	1	424-96-3939

File	Case ID	Doc #	Page Number	Date Filed	# of SSNs	SSNs Found
			Page 20 of 47	1/2/2008	7	421-01-1058 421-01-1058 421-01-1058 421-01-1058 421-01-1058
almd/37308/1.pdf	2:08-cv-00007-MHT-WC	1	Page 1 of 1	1/2/2008	1	421-40-9176
almd/34359/58.pdf	3:07-cv-01082-MEF-WC	8	Page 4 of 10	4/30/2008	1	423-90-9132
almd/35076/41.pdf	2:06-cv-00999-ID-CSC	58-12	Page 1 of 3	2/1/2008	1	523-64-8927
almd/34663/498.pdf	2:07-cv-00194-MEF-WC	41	Page 3 of 14	2/28/2008	1	417-19-5989
almd/33030/20-11.pdf	2:06-cv-01133-MEF-TFM	498-2	Page 10 of 34	2/23/2007	2	258-29-6508 258-29-6508
almd/33673/15.pdf	3:06-cv-00627-WKW-SRW	15	Page 1 of 1	7/24/2008	1	418-96-0909
almd/33673/14.pdf	3:06-cv-00627-WKW-SRW	14	Page 1 of 1	7/24/2008	1	418-96-0909
almd/35929/54.pdf	2:07-cv-00606-ID-CSC	54-2	Page 4 of 17	10/19/2007	2	421-74-3502 412-92-7509
almd/32843/7.pdf	1:06-cv-00241-WHA-SRW	7	Page 1 of 2	4/10/2006	1	139-44-0145
almd/36574/16.pdf	3:07-cv-00848-WKW-WC	16-2	Page 19 of 53	11/1/2007	2	252-23-3869 252-23-3869
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almd/33227/36.pdf	2:06-cv-00412-WHA-TFM	36	Page 2 of 8	10/19/2006	1	383-50-9545
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almd/36396/9.pdf	2:07-cv-00794-MHT-TFM	9	Page 6 of 23	10/29/2007	1	432-25-3888
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almd/33286/14.pdf	3:06-cv-00441-MEF-WC	14	Page 1 of 6	8/3/2006	1	457-02-7233
almd/34498/52.pdf	2:06-cv-01043-MHT-TFM	52-11	Page 40 of 56	11/21/2007	1	420-74-9182
almd/36131/28.pdf	2:07-cv-00692-WKW-SRW	28-2	Page 1 of 7	12/6/2007	2	419-04-6853 419-04-6855
almd/36131/30.pdf	2:07-cv-00692-WKW-SRW	30-2	Page 1 of 17	12/20/2007	4	419-04-6855 426-21-8058 419-04-6855
almd/34678/32.pdf	2:06-cv-01149-MEF-CSC	32-4	Page 2 of 30	8/24/2007	1	401-78-8449
almd/32491/7.pdf	1:06-cr-00029-MHT-SRW	7	Page 2 of 3	2/15/2006	1	416-15-4640
almd/37128/20.pdf	1:07-cv-01062-MHT-CSC	20-6	Page 4 of 20	1/18/2008	9	423-21-6002 419-15-8003 423-21-6002 423-21-6002 419-15-8003 492-88-2285 522-35-9967 422-06-8610 418-84-2775

File	Case ID	Doc #	Page Number	Date Filed	# of SSNs	SSNs Found
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almd/37486/11.pdf	1:08-cv-00080-MEF-SRW	11	Page 1 of 33	8/4/2008	1	417-48-2046
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almd/35945/25.pdf	1:07-cv-00616-MHT-SRW	25	Page 2 of 3	9/6/2007	1	302-60-9897
almd/35945/26.pdf	1:07-cv-00616-MHT-SRW	26	Page 2 of 13	9/6/2007	2	302-60-9897 302-60-9897
almd/35945/55.pdf	1:07-cv-00616-MHT-SRW	55	Page 3 of 19	12/11/2007	2	302-60-9897 302-60-9897
almd/37963/1.pdf	2:08-cv-00244-MHT-WC	1	Page 1 of 2	4/2/2008	1	418-02-4868
almd/36935/39.pdf	2:07-cv-00998-WKW-TFM	39-21	Page 1 of 2	4/7/2008	2	455-69-7827 455-69-7827
almd/33491/18-3.pdf	2:06-cv-00543-MHT-SRW	18-3	Page 2 of 2	1/29/2007	1	386-58-7839
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almd/35956/4.pdf	2:07-cv-00620-WKW	4	Page 3 of 10	7/5/2007	1	257-64-7228
almd/34269/9.pdf	3:06-cv-00952-MEF-CSC	9	Page 7 of 8	11/14/2006	1	420-76-5284
almd/34724/52.pdf	2:07-cv-00021-MHT-WC	52-7	Page 4 of 11	5/15/2008	10	424-82-0936 594-21-8115 424-82-0936 424-82-0936 424-82-0936 424-82-0936 424-82-0936 424-82-0936 594-21-8115
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almd/36870/11.pdf	1:07-cv-00970-WKW-CSC	11	Page 3 of 5	1/25/2008	1	421-25-3783
almd/33502/10-3.pdf	2:06-cv-00554-WKW-TFM	10-3	Page 4 of 61	5/18/2007	3	423-23-5058 423-23-5058 423-23-5058
almd/36251/13.pdf	1:07-cr-00183-WKW-SRW	13	Page 1 of 2	10/10/2007	1	432-02-7364
almd/36782/27.pdf	2:07-cv-00950-MHT-TFM	27-2	Page 3 of 20	12/28/2007	2	419-98-5425 419-98-5425
almd/36782/9.pdf	2:07-cv-00950-MHT-TFM	9	Page 2 of 6	11/9/2007	1	419-98-5425
almd/31825/16-6.pdf	2:05-cv-00976-WKW-DRB	16-6	Page 1 of 1	2/6/2006	1	423-90-2924
almd/31142/82.pdf	2:05-cr-00155-MHT-CSC	82	Page 2 of 10	2/6/2006	1	418-17-9283
almd/32164/72-91.pdf	1:05-cv-01172-MEF-TFM	72-91	Page 13 of 32	11/16/2007	3	419-08-7272 490-87-7272 419-06-7272
almd/32164/72-51.pdf	1:05-cv-01172-MEF-TFM	72-51	Page 1 of 11	11/16/2007	1	416-17-1297
almd/32164/72-2.pdf	1:05-cv-01172-MEF-TFM	72-2	Page 7 of 50	11/16/2007	1	422-80-1061
almd/32164/72-34.pdf	1:05-cv-01172-MEF-TFM	72-34	Page 1 of 1	11/16/2007	1	422-80-1061
almd/32164/72-48.pdf	1:05-cv-01172-MEF-TFM	72-48	Page 1 of 4	11/16/2007	1	416-17-1297

File	Case ID	Doc #	Page Number	Date Filed	# of SSNs	SSNs Found
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almd/37711/1.pdf	2:08-cv-00149-MHT-SRW	1	Page 46 of 61	3/3/2008	2	463-29-9979 463-29-9979
almd/32048/29-2.pdf	1:05-cr-00260-MHT-CSC	29-2	Page 1 of 2	7/20/2006	1	131-34-8270
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almd/35877/24.pdf	2:07-cv-00577-MEF-TFM	24-2	Page 3 of 89	6/17/2008	1	265-83-8739
almd/33612/25.pdf	2:06-cr-00168-WKW-WC	25	Page 1 of 2	10/3/2006	1	422-25-5689
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almd/37089/10.pdf	2:07-mc-03376-MHT-SRW	10	Page 5 of 5	1/25/2008	1	255-86-1214
almd/37317/47.pdf	1:08-cv-00011-MHT-SRW	47	Page 11 of 101	7/21/2008	4	142-56-7509 142-56-7509
almd/37317/56.pdf	1:08-cv-00011-MHT-SRW	56	Page 39 of 300	7/21/2008	4	142-56-1509 142-56-7509 142-56-1509
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almd/37317/54.pdf	1:08-cv-00011-MHT-SRW	54	Page 179 of 201	7/21/2008	2	142-56-1509 142-56-7509
almd/37317/55.pdf	1:08-cv-00011-MHT-SRW	55	Page 4 of 200	7/21/2008	2	142-56-1509 142-56-1509
almd/37317/52.pdf	1:08-cv-00011-MHT-SRW	52	Page 51 of 200	7/21/2008	1	432-25-5138
almd/33568/29-2.pdf	1:06-cv-00590-MHT-SRW	29-2	Page 1 of 2	4/27/2007	1	416-80-6159
almd/37523/3.pdf	2:08-mj-00009-SRW	3	Page 5 of 12	2/8/2008	4	421-94-9892 417-94-5638 423-31-8242
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almd/33226/19.pdf	2:06-cv-00411-WHA-SRW	19	Page 2 of 7	11/14/2006	1	509-66-4273
almd/31058/4-3.pdf	1:05-cv-00585-WHA-WC	4-3	Page 1 of 7	4/25/2006	1	421-02-8557
almd/31219/47-2.pdf	3:05-cv-00663-MEF-WC	47-2	Page 2 of 2	5/5/2008	2	421-08-0340 421-08-0340
almd/31219/58-2.pdf	3:05-cv-00663-MEF-WC	58-2	Page 5 of 23	6/11/2008	1	421-08-0124
almd/36749/29.pdf	2:07-cv-00928-MHT-WC	29-2	Page 5 of 21	12/28/2007	1	267-75-5691
almd/33214/45-30.pdf	2:06-cv-00405-ID-SRW	45-30	Page 1 of 1	4/19/2007	1	417-86-0387

File	Case ID	Doc #	Page Number	Date Filed	# of SSNs Found
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almd/36121/7.pdf	2:07-cv-00688-WKW	7	Page 1 of 20	8/30/2007	1
almd/36121/1.pdf	2:07-cv-00688-WKW	1	Page 1 of 15	7/27/2007	1
almd/37304/1.pdf	2:08-cv-00004-MEF-CSC	1	Page 16 of 23	1/2/2008	2
almd/32010/19.pdf	2:05-cv-01090-MEF-SRW	19	Page 2 of 2	3/2/2006	1
almd/34650/12.pdf	2:06-cv-01120-MEF-WC	12	Page 2 of 4	2/23/2007	2
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akd/1933/35-2.pdf	3:02-cr-00082-RRB	35-2	Page 1 of 2	5/10/2006	1
akd/1849/35-2.pdf	1:01-cr-00002-JWS	35-2	Page 1 of 2	5/19/2006	1
akd/1746/3.pdf	3:06-mj-00048-JDR	3	Page 2 of 3	3/6/2006	1
akd/1912/46-2.pdf	3:03-cr-00055-JDR	46-2	Page 1 of 2	5/2/2006	1
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akd/837/422-2.pdf	3:03-cr-00088-RRB	422-2	Page 1 of 2	5/2/2006	1
akd/388/42-2.pdf	3:03-cv-00174-RRB	42-2	Page 9 of 162	8/4/2006	1
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District Court of Alaska

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File	Case ID	Doc #	Page Number	Date Filed	# of SSNs	SSNs Found
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File	Case ID	Doc #	Page Number	Date Filed	# of SSNs	SSNs Found
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File	Case ID	Doc #	Page Number	Date Filed	# of SSNs	SSNs Found
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azd/12356/199-2.pdf	2:01-cv-00384-SRB	199-2	Page 5 of 36	3/17/2006	2	568-61-6234 568-61-6234
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cand/195939/37-4.pdf	5:07-cv-04808-JF	37-4	Page 38 of 88	6/6/2008	3	554-65-0264 554-65-0447 555-73-9799
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District Court of the Northern District of California

File	Case ID	Doc #	Page Number	Date Filed	# of SSNs Found
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File	Case ID	Doc #	Page Number	Date Filed	# of SSNs	SSNs Found
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ilnd/214016/102-1.pdf	1:07-cv-59999	102	Page 12 of 17	7/23/2008	8	339-84-9601 345-90-3762 330-80-8567 328-72-5723 339-84-9601 330-80-8567
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File	Case ID	Doc #	Page Number	Date Filed	# of SSNs	SSNs Found
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File	Case ID	Doc #	Page Number	Date Filed	# of SSNs	SSNs Found
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mad/95063/284.pdf	1:04-cr-10336-NMG	284	Page 6 of 21	9/22/2006	1	582-23-3483
mad/96241/20.pdf	1:05-cr-10022-GAO	20-2	Page 6 of 11	10/14/2005	5	335-52-9611 222-44-9080 222-44-9080 335-53-9611 222-44-9880
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File	Case ID	Doc #	Page Number	Date Filed	# of SSNs	SSNs Found
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File	Case ID	Doc #	Page Number	Date Filed	# of SSNs	SSNs Found
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mad/92191/100.pdf	4:04-cv-40077-FDS	100	Page 14 of 27	10/12/2006	2	540-88-1414 540-88-1414
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District Court of Minnesota

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District Court of Oregon

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Appendix B - Simple Social Security Scanner for PDF Files

```
#!/usr/bin/perl

# Note: This program is open source. No restrictions on reuse.
# This program assumes PDF files with OCRd text.

# Regexp::Common is an open source toolkit available on Search.CPAN.Org.
use Regexp::Common qw /SEN/;
use File::Find;

# get args
my @files ;

# pdftotext is part of the open source XPDF toolkit.
# available from http://www.foolabs.com/xpdf/
my $pdftotext = "/opt/csw/bin/pdftotext" ;

if ( $ARGV[0] eq "" ) { print "usage: $0 [dir]\n" ; exit ; }

# use the "wanted" subroutine to filter out non-pdf files.
find(\&wanted, @ARGV) ;

foreach (@files) {
    my $filename = $_ ;
    my $counthits = 0 ;

    # pdftotext generates too many minor error messages, so we discard them.
    open STDERR, '>/dev/null' or die "Can't write to /dev/null: $!";
    open ( SCANME, "$pdftotext -layout $filename - |" ) ;

    while (<SCANME>) {

        while ( /$RE{SEN}{USA}{SSN}{-sep => '[\255\-\']'}{-keep}/g )
        {
            # check for 000-00
            if ( ($2 eq "000") && ($3 eq "00") ) { next ; }
            $counthits++ ;
            if ( $counthits == 1 ) { print "$filename: " ; }
            print "$2-$3-$4 " ;
        }
    }

    # print total number found
    if ( $counthits > 0 ) { print "$filename: $counthits\n" ; }
}

sub wanted {
# only operate on pdf files
    /\.[pP][dD][fF]$/ or return;
    push ( @files , $File::Find::name ) ;
}
```